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The author yet holds that "the continual activity of a state board is a wholesome influence on both parties . . . and tends to create a compromising attitude among employers as well as among wage-earners." This is less encouraging than it seems because our state report for 1912 shows that a larger number of workmen were involved in strikes (in that year) than in any other year since 1881, when statistics were first compiled.

JOHN GRAHAM BROOKS.

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*Summary of the Report on Condition of Woman and Child Wage Earners in the United States.* Bulletin of the United States Bureau of Labor Statistics, whole number 175. (Washington, D. C.: 1916. Pp. 445.)

Various groups of persons, students, employers, social workers, and others interested in the problems connected with the employment of women and children will welcome this valuable summary of the 19 volumes that make up the report of the Bureau of Labor Statistics on the *Condition of Woman and Child Wage Earners in the United States*.<sup>1</sup> It contains a series of summaries varying in length from 5 to 53 pages; but, in the words of the report, although "no complete summarization of these summaries has been attempted . . . some of the more significant points have been indicated, which appear not in any one volume but from a study of the report as a whole" (p. 15). It is, however, this "summary of summaries" that has been so much needed, for although the 19-volume report has been known to students as a mine of valuable information since its publication, it has not been of use to those who can not take time to collect laboriously the information they desire. Moreover, if the investigation was to be used as a basis for social legislation, it was necessary to have assembled the facts bearing upon such questions, for example, as long hours and low wages.

The writer of this review recalls the agitation carried on by the various women's organizations of this country to secure from Congress the appropriation which was necessary for this inquiry. These women wished an investigation which should show what measures were needed to improve the condition of the working women and children in this country. Two different plans were

<sup>1</sup> See AMERICAN ECONOMIC REVIEW, vol. II, p. 436; vol. III, pp. 195, 985.

considered: (1) to demand the appointment of a federal commission; (2) to ask Congress to give to the Bureau of Labor Statistics the money (several hundred thousand dollars) which would be necessary for the expenses of a commission of inquiry as an additional appropriation for this special investigation. The Chicago women with whom the plan originated strongly advised in favor of a Bureau of Labor rather than a commission inquiry, and this advice was accepted.

The arguments then advanced in favor of having such an investigation conducted by a government department instead of by a special commission have been on the whole substantiated. A bureau that was already equipped and organized for investigational work has produced a report which, looked at as a collection of facts, is probably far superior to anything that a commission with a hastily collected staff of "experts" would have published. On the other hand, it must be acknowledged that a commission inquiry would in all probability have been vastly more useful in promoting improvements in the condition of the working women and children in whose behalf the inquiry was planned. For example, the bureau, quite properly, makes no recommendations, whereas a commission would have brought together, at the time the report was issued and not six years later, this "summary of summaries," showing what evidence the separate reports offered on such subjects as night work, underpay, long hours, insanitary work places, industrial accidents, fire hazards, or violations of the factory laws. Moreover, great publicity would have been given to this evidence and to the recommendations accompanying it. This was what the women who worked for the congressional appropriation really wanted. Instead of this, they got the 19 volumes which contain treatises somewhat academic in character on the history of women's work together with the results of some very admirable investigations of the most important industries employing women and children. That is, instead of reports dealing with such subjects as wages, earnings, hours, conditions of employment, etc., the facts on these subjects must be laboriously collected from volumes dealing with the cotton industry (1,044 pages), the clothing industry (878 pages), the glass industry (592 pages), the silk industry (592 pages), and so on through the volumes of lesser importance.

At the close of the present summary volume is to be found

a valuable section dealing with Changes in Legislation affecting the Employment of Women and Children, 1908-1915, which records, for example, the passage in a few states of such reform measures as the minimum wage laws, the legislation shortening the hours for women and the prohibition of night work. Was this great and costly investigation as influential as it might have been in securing these pieces of remedial legislation? That is, of course, a question that can not be answered. It must not be overlooked, however, that the New York Factory Investigating Commission has set an entirely new standard of the value of a commission inquiry as a basis for social legislation. Looking at the work of that commission, which so admirably combined the scientific and the practical in its investigations and which supplemented these investigations with recommendations of far-reaching importance and secured a publicity for its findings that is indispensable in securing social legislation, one who had to choose today between investigation by a commission and investigation by a government department might well cast his decision on the side of the commission.

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*Law and Order in Industry.* By JULIUS HENRY COHEN. (New York: The Macmillan Company. 1916. Pp. xviii, 241; appendixes, 51 pp.)

This is an account of the workings of the so-called Protocol or agreement between the manufacturers' association and the union in the women's cloak and suit industry of New York City. Mr. Cohen was the lawyer of the manufacturers' association during the five years' existence of the protocol and speaks from intimate knowledge of the situation.

Unlike many members of his profession representing the interests of manufacturers, the author expresses his belief in strong unions and collective bargaining and recognizes the unmistakable trend "in the direction of greater industrial democracy" (p. 229). All that, however, must go hand in hand with "law and order in industry" by which he means the observance by each side of self-imposed restrictions of conduct or, as he puts it, by "law of the contract, freely made" (p. 214).

A description of the difficulties besetting the practical work-